

## Chapter - 10

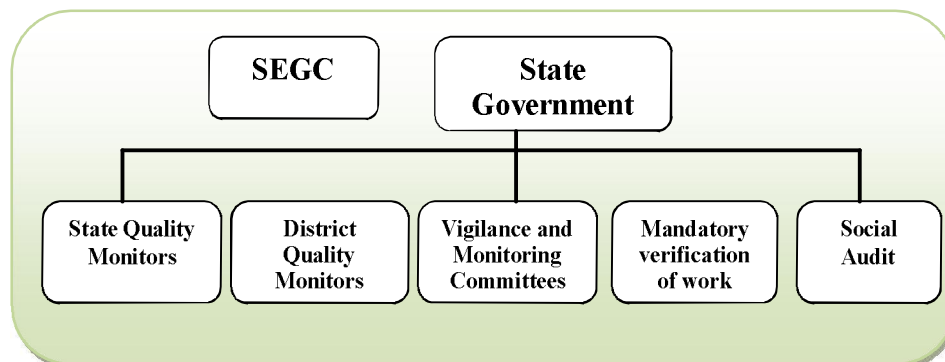
# Monitoring mechanism

### 10.1 Monitoring and evaluation framework

The substantial amount of funds involved in the implementation of MGNREGS coupled with its implementation in 5,628 GPs of the State, makes the monitoring and evaluation of the Scheme challenging. It is thus imperative to have a robust and efficient monitoring, evaluation and review mechanism of the Scheme. In addition, there are also increased demands for accountability and transparency in the execution of the programme by various stakeholders.

The Act and the Operational Guidelines envisage a multipronged and extensive system of internal and external monitoring mechanisms at all levels of the Scheme. The monitoring mechanism at the State level is depicted in the **Chart 9** as below:

**Chart 9: Framework of monitoring at the State level**



In addition to the monitoring mechanism by SEGC and the State Government, the Act and the Operational Guidelines also mandate a separate set of mechanisms to be put in place for increased transparency and accountability in the implementation of the Scheme. These are outlined in **Table 22**.

**Table 22: Mechanisms for transparency and accountability**

Proactive Disclosures	Grievance Redressal	Citizen Charter
Annual reports on outcomes to be laid in Parliament and State Legislatures in the Centre and the States/Union Territories, respectively.	A Grievance Redressal cell to be set up at taluk and district level, to be monitored by an Ombudsman.	To set standards of performance of officials involved in the implementation.

Audit findings pertaining to the monitoring, evaluation and review under the Scheme are discussed in succeeding paragraphs.

## 10.2 Constitution of SEGC

Though the Scheme was implemented in the State from February 2006, the State Government constituted the SEGC only during June 2006. As discussed in *Paragraph 4.2*, the SEGC did not appoint any expert group for providing technical support and advice to improve the quality of implementation of the Act. The Annual Reports on the Scheme for the years 2006-07 to 2011-12 had also not been laid in the State Legislature.

## 10.3 Inspection of works

As per the Operational Guidelines, the works executed under MGNREGS were to be inspected to the extent of 100 per cent, 10 per cent and two per cent at the taluk, district and State levels, respectively. The number of inspections to be conducted as per this scale and those actually conducted for all the districts and taluks are shown in **Table 23**.

**Table 23: Number of inspections**

Year	Taluk level (100%)			District level (10%)			State level (2%)		
	Target	Works inspected	Shortfall (%)	Target	Works inspected	Shortfall (%)	Target	Works inspected	Shortfall (%)
2007-08	19,023	NA	-	1,902	NA	-	380		
2008-09	1,08,005	41,060	66,945 (62%)	10,801	6,257	4,544 (42%)	2,160		
2009-10	5,47,172	2,84,314	2,62,858 (48%)	54,717	49,345	5,372 (10%)	10,943	632	34210 (98%)
2010-11	5,21,728	79,009	4,42,719 (85%)	52,173	18,388	33,785 (65%)	10,434		
2011-12	5,46,258	1,01,722	4,44,536 (81%)	54,625	11,615	43,010 (79%)	10,925		

Source: Information furnished by RDPR department

NA: Not available

It could be seen from the table above that there were shortfalls in the inspection of works at all the three levels. There was shortfall to the extent of 98 per cent at the State level and details of year-wise inspections had not been furnished. The shortfall during the period 2008-12 ranged between 10 to 79 per cent at the district level and 48 to 85 per cent at the taluk level. The details of works inspected during 2007-08 in both these cases were not furnished to audit.

The State Government stated (January 2013) that external monitoring had been done in the form of independent Third Party inspections. The same was being elaborated and scaled up in 2012-13. Third Party inspections were conducted for about 28,181 and 23,792 works in 2009-10 and 2010-11 respectively. DPCs were instructed to take actions based on the recommendations of Third Party inspection parties.

The reply was not acceptable as conduct of regular departmental inspections was mandatory as per the Operational Guidelines, which was not adhered to.

## 10.4 Appointment of State and District Quality Monitors

The Operational Guidelines prescribe establishment of State Quality Monitors (SQMs) with the approval of the State Council and District Quality Monitors

(DQMs) with the approval of the State Government for verification and quality audit of works executed. However, SQMs and DQMs were yet to be appointed (May 2013).

The State Government accepted (May 2013) the audit observation.

### **10.5 Monitoring by National Quality Monitors and National Level Monitors**

According to the monitoring methods prescribed in the Operational Guidelines, verification and quality audit should also be undertaken by external monitors. External monitors are required to undertake monitoring at the Central, State and district levels. For this purpose, National Quality Monitors (NQMs) at the National level were to be designated by MoRD. The NQMs conducted inspection of works in five districts of the State during the years 2009-10 and 2010-11. The compliance reports of the State Government had been sent to GoI in April 2012.

For complaints of a serious nature, the MoRD deputed National Level Monitors (NLMs) to investigate the complaints. Reports of the NLMs are shared with the concerned State Government for taking corrective action. Out of 30 districts under MGNREGS, NLMs had covered 9, 14, 8 and 21 districts during the years 2007-08, 2008-09, 2009-10 and 2010-11, respectively.

### **10.6 Local Vigilance and Monitoring Committees**

As per the Operational Guidelines, for every work sanctioned under the Scheme, there should be a local Vigilance and Monitoring Committee (VMC), comprising nine members of the locality where the work was undertaken. The purpose was to monitor the progress and quality of work while it was in progress. Gram Sabhas were to elect the members of the Committee and POs were responsible for ensuring that local VMCs were constituted. The final report of the Committee was required to be attached along with the Completion Certificate of the work.

Audit scrutiny in test-checked GPs showed that neither was any information available on constitution of such Committees nor were any monitoring reports attached with the completion reports.

Further, five workers were to verify and certify all bills/vouchers of their worksite at least once in a week. This had not been done in any of the works test-checked.

The State Government stated (January 2013) that local VMCs had been constituted and were functioning in almost all the GPs in Bijapur district. The reply was not acceptable as no documentary evidence was produced in support of constitution of VMCs in the other GPs and their monitoring reports were not found attached with completion reports.

### 10.7 Social Audit

MGNREGS gives a central role to Social Audit as a means of continuous public vigilance. The Operational Guidelines contemplated two types of Social Audits *viz.*, periodic assemblies in the Gram Sabha for scrutinising details of projects (which is referred to as “Social Audit Forum”) and Social Audit as a continuous process of public vigilance involving potential beneficiaries and other stakeholders for verification of implementation of the Scheme.

Social Audit Forums must be held twice a year at the Gram Sabha level for all works done in the preceding year. The State Government framed the MGNREGS Implementation of Social Audit Rules 2011, which came into force with effect from 10 January 2012. According to these rules, an independent society is to be formed for this purpose. The Social Audit Directorate headed by a Director is to function as per the bye-laws of the Society. The Director of Social Audit was appointed only on 9 January 2013.

As per the information furnished by the RDPR department, Social Audits had been conducted by the GPs and many cases of irregularities had come to light. Details of cases of irregularities (district-wise) noticed in Social Audits conducted during 2008-12 were as shown in **Appendix 10**. No cases were reported in 2007-08. Criminal cases had been booked in 42 cases (six districts) involving an amount of ₹54.25 lakh. In addition to this, 213 civil cases involving money value of ₹2.19 crore had been booked in 17 districts. The State Government had initiated necessary action in these cases.

It was seen in test-checked districts that only 232 Social Audits against the requirement of 1,416 had been conducted by 87 test-checked GPs during 2007-12. The remaining 70 GPs did not conduct Social Audits during this period. No summary of data had been prepared and placed before the Gram Sabha in the meetings held for Social Audit.

Further, the survey by Audit indicated low awareness level about the Social Audit amongst the beneficiaries. Only 15 *per cent* of the beneficiaries were aware of Social Audits and 78 *per cent* of the beneficiaries expressed their ignorance about such provision. This showed that dissemination of knowledge and information on this key instrument designed to ensure public accountability was very poor and the GPs had been conducting Social Audits without stakeholder participation.

The State Government stated (January 2013) that Social Audit had picked up from 2008-09 onwards and 18,592 Social Audits had been conducted during 2007-12. The reply was not acceptable as the number of Social Audits conducted in the test-checked GPs was meagre.

### 10.8 Grievance Redressal Mechanism

The State Government framed the Karnataka National Rural Guarantee (Grievance Redressal) Rules, 2009 which came into force with effect from 13 March 2009. The Grievance Redressal Officer at the village level is the Secretary of the GP, the PO at the taluk level, the DPC at the district level and

the Commissioner of MGNREGA at the State level. All grievances are to be enquired into and action completed within seven days.

Further, GoI had directed (September 2009) the States to set up a district Ombudsman as an independent grievance enquiry authority empowered to direct the State Government to redress and penalise as well as file a First Information Report (FIR) against defaulters. As of June 2012, Ombudsmen had been set up in 15 out of 30 districts.

The details of complaints received and disposed of during 2007-12 are shown in **Table 24**.

**Table 24: Details of complaints received and disposed of during 2007-12**

Year	Number of complaints received	Number of complaints disposed of	Number of complaints pending as of March 2012
2007-08	22	20	2
2008-09	47	44	3
2009-10	397	377	20
2010-11	448	346	102
2011-12	1,039	833	206
<b>Total</b>	<b>1,953</b>	<b>1,620</b>	<b>333</b>

Source: Information furnished by RDPR department

Though the complaints were to be disposed of within seven days, there were delays in disposal and complaints had not been redressed for 1 to 5 years.

It was seen in the test-checked GPs that the Register of Complaints had either been not maintained (118 GPs) or, where maintained, there were no entries in the registers (39 GPs). As a result the possibility of non-recording of complaints could not be ruled out.

The percentage of complaints to registered households during 2007-12 was abysmally low (less than one *per cent*). However, it was found during the beneficiary survey that though 191 beneficiaries out of 1,553 had grievances about the way they had been treated under the Scheme, only 34 out of them had lodged complaints against authorities concerned and the complaints were redressed only in 21 cases. This pattern indicated lack of awareness of the grievance redressal mechanism.

The State Government stated (January 2013) that action would be initiated to ensure disposal of grievances within the stipulated time.